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JOINT EXPLANATORY STATEMENT OF THE COMMITTEE OF CONFERENCE

The managers on the part of the House and the Senate at the conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 6790) to promote the foreign policy of the United States by strengthening and improving the Foreign Service of the United States, and for other purposes, submit the following joint statement to the House and the Senate in explanation of the effect of the action agreed upon by the managers and recommended in the accompanying conference report

The Senate amendment struck out all of the House bill after the

enacting clause and inserted a substitute text.

The House recedes from its disagreement to the amendment of the Senate with an amendment which is a substitute for the House bill and the Senate amendment. The differences between the House bill, the Senate amendment, and the substitute agreed to in conference are noted below, except for clerical corrections, conforming changes made necessary by agreements reached in the committee of conference, and minor drafting and clarifying changes.

OBJECTIVE OF GRIEVANCE SYSTEM

The House bill provided that an objective of the bill is to maintain a fair and effective system for the resolution of individual grievances.

The Senate amendment contained the same provision, and added that the grievance system should be one that will insure the fullesi measure of due process for the members of the Foreign Service.

The conference substitute in section 101(b)(4) incorporates the

Senate amendment.

LANGUAGE COMPETENCE

The House bill contained provisions describing the following-

(1) The characteristics that should be found in the Senior Foreign

(2) The types of examinations which may be presented for appointment to the Foreign Service:

(3) The criteria under which a career candidate can be initially appointed to a class higher than class 4; and

(4) The records of ability and performance which may be exam-

ined by selection boards.

The Senate amendment added an explicit reference to foreign language competence in each of the above-described provisions.

The conference substitute in sections 101(b)(7), 301(b), 307(1), and 603(a) incorporates the Senate amendment.

LANGUAGE COMPETENCE REPORT BY CHIEF OF MISSION

The Senate amendment added a new section requiring that each chief of mission report to Congress, within 6 months after assuming his or her post, on the foreign language competence of the chief of mission and the mission staff in the principal language or other major dialect of the country where the post is situated.

The House bill contained no comparable provision.

The conference substitute is the same as the Senate amendment, but the provision has been added as a new section 304(b)(3) for organizational reasons. The committee of conference notes that this requirement is intended to apply only to posts in countries in which English is not the principal language.

OPERATING RESPONSIBILITIES OF THE INSPECTOR GENERAL

The House bill prohibited the Secretary of State from assigning any program operating responsibilities to the Inspector General of the Department of State and the Foreign Service.

The Senate amendment added the word "general" before the

term "program operating responsibilities."

The conference substitute in section 209(a)(1) is the same as the Senate amendment.

Assistant inspectors general

The House bill required the Inspector General to appoint two assistants, one responsible for supervising auditing activities and one responsible for supervising investigative activities.

The Senate amendment contained no comparable provision. The conference substitute is the same as the Senate position.

PERFORMANCE EVALUATION OF EMPLOYEES ASSIGNED TO THE INSPECTOR GENERAL

The House bill required that the Inspector General prepare the performance evaluation reports on State Department employees and members of the Foreign Service who are assigned to the Office of the Inspector General.

The Senate amendment permitted such reports to be prepared either by the Inspector General or by the Inspector General's designee. _ _..

The conference substitute in section 209(e)(2) is the same as the Senate amendment.

PERSONAL RANK OF AMBASSADOR OR MINISTER

The House bill authorized the President to confer the personal rank of ambassador, for a period not exceeding 6 months, on an individual who is undertaking a special mission for the President. The bill requires the President to submit an advance report to the Senate Committee on Foreign Relations each time he intends to confer such a rank.

The Senate amendment contained a similar provision and added the following:

(1) A restatement of the Constitutional prohibition against anyappointment of an ambassador or minister without the advice and consent of the Senate, other than by recess appointment; and

(2) A requirement that the President submit a report when conferring the personal rank of ambassador or minister at least 30 days in advance of the conference of the conferen

days in advance of the conferral.

The conference substitute in section 302(a)(2)(B) is similar to the Senate amendment but adds language permitting exceptions to the 30-day advance notice requirement in urgent cases.

REFORTS ON DEMONSTRATED COMPETENCE OF CHIEF OF MISSION NOMINEES

The Senate amendment required the President to provide to the Senate Foreign Relations Committee a report on the demonstrated competence of each person nominated for appointment as a chief of mission.

The House bill contained no comparable provision.

The conference substitute in section 304(a)(4) is identical to the Senate amendment.

RECULATION OF EMPLOYMENT OF FAMILY MEMBERS AT FOREIGN SERVICE POSTS ABROAD

The Senate amendment required the Secretary of State to issue regulations governing all Federal agencies' employment at Foreign Service posts abroad of family members of all Government personnel.

The House bill contained no comparable provision.

The Conference substitute contains no provision on this issue.

FOREIGN SERVICE SALARY SCHEDULE

The House bill established a 10-class Foreign Service salary schedule, with each class corresponding to a specified grade in the General Schedule. Each class was required to have 14 salary steps.

The Senate amendment authorized the President to establish a 9-class Foreign Service salary schedule with a maximum salary rate not exceeding the maximum rate for GS-15 of the General Schedule. However, the Senate amendment did not establish specific linkages between the Foreign Service Schedule and General Schedule for the Various salary classes.

The conference substitute in section 403 adopts the Senate amendment. The committee of conference understands that the pay schedule reproduced below will be implemented by the President, effective the first day of the first pay period beginning on or before October 1, 1980, under the authority provided to the President under the Federal Pay Comparability Act of 1970 (5 U.S.C. 5301, et seq.). The new pay schedule represents a compromise between the pay option adopted by the House and that initially supported by the Administration. The \$27.4 million proposal contains nine salary classes as do the present pay schedules for the Foreign Service. The September 24, 1980 letter from the Deputy Director of the Office of Management and Budget to the chairmen of the various committees follows, together with charts indicating the new linkages, com-

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EXECUTIVE OFFICE OF THE PRESIDENT, OFFICE OF MANAGEMENT AND BUDGET, Washington, D.C., September 24, 1930.

DEAR MR. CHAIRMAN: This letter is to advise you that the Administration strongly prefers the Senate provisions in Sections 403, 406 and 2101, regarding Foreign Service compensation, in HR 6790, the proposed Foreign Service Act of 1980. It also provides you with an up-dated Foreign Service pay schedule that the President would authorize in implementation of those Sections of H.R. 6790. As you can see, the attached up-dated schedule sets forth considerably higher linkages between the Foreign Service and the General Schedule than the one I provided you in my letter of April 1

.We believe that it is absolutely essential for the President to have authority to set the linkage between the FS and GS pay systems in order for him to carry out his responsibility for the management of the statutory pay systems in the executive branch. Duties and responsibilities for positions compensated under the FS and GS pay systems change from time to time, necessitating changes in linkage points. The Congress has recognized the need for continued attention to matters of this type in granting the President authority over linkages under the Federal Pay Comparability Act. We believe it inappropriate to take that authority from

The higher linkages which the President would implement, under the provisions of the Senate passed bill, take into consideration the critical concerns expressed both in the Senate and House. This proposal would make a one-time increase in FS pay that averages \$2,570 a year or 9.6 percent, effective in the first pay period and with conversion to the new schedule on a step for step basis, at a cost of approximately \$27.4 million annually. Compounded with the forthcoming October 1 Federal pay increase of 9.1 percent, FS pay would go up an average of 19.6 percent this year. The Administration believes that this proposal provides for a sound compensation system for the Foreign Service. At the same time, it is the largest increase that can be provided under a fair assessment of comparability between the FS and GS systems.

Accordingly, we strongly urge enactment of Sections 403, 406 and 2101 of the Senate-passed bill instead of the House-passed version of those sections.

The Administration's positions on other differences between the Senate and House bills have been conveyed by staff of the State Department of staff of your Committee.

Sincerely,

JOHN P. WHITE. Deputy Director

Enclosure.

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UNKAGE PROVIDING COMPARABILITY BETWEEN THE FOREIGN SERVICE AND THE GENERAL SCHEDULE

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st in millions			\$34.1	\$33.8	\$29	\$27.4

OPTION AT \$27.4 MILLION

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In adopting the Senate amendment, the committee of conference accepts, for the time being, the administration's September 24 proposal as an urgently needed first step in moving toward adequate pay for the Foreign Service. The Federal Pay Comparability Act of 1970 requires the President to establish appropriate linkages

pproved For Release 2007/03/08: CIA-RDP83M00914R00240018 among the various Government pay schedules and between those schedules and the private sector. It is clear that recent administrations have failed to bring Foreign Service pay in line with other pay scales. The conferees are not convinced that this proposal achieves the statutory mandate of pay equality. It does, however, move in the right direction.

In setting pay levels for the Foreign Service, the President should take the following special characteristics of Foreign Services duty, among others, into account: (a) the requirement that any member of the Foreign Service serve in any country to which he or: she is assigned; (b) the extraodinary threat to personal safety in peacetime as well as in war; (c) the continual scrutiny of Foreign Service members and their families by foreign audiences, and (c) the accountability of the Foreign Service for the actions of the

within-class salary increases

The House bill provided that members of the Foreign Servicepaid under the Foreign Service Schedule shall receive within-class. step advances after 52 weeks of service in each of the first 9 steps of each class and after 104 weeks of service in steps 10 through 13. The provision also authorizes denial of within-class salary increases by selection boards based on inadequate performance and additional step increases by the agency head based on especially meritori-

The Senate amendment contained a similar provision, but did not specify the frequency of within-class salary increases. Instead, it authorized the increases to be granted at periodic intervals leaving the time period to be set by agency regulation.

The conference substitute in section 406 is the same as the House provision.

Premium tay for foreign service officers

The House bill in section 412 authorized the Secretary to pay special differentials to Foreign Service officers required to perform additional work on a regular basis in substantial excess of normal requirements. However, such a differential would not be payable with respect to work for which additional compensation is payable under the premium pay provisions in Title 5, United States Code. Section 2304 of the House bill amended title 5, United States Code, to authorize premium pay for Foreign Service officers other than members of the Senior Foreign Service, as was the practice prior to

The Senate amendment was designed to prevent junior PSO's from receiving premium pay. However, the amendment also continued special differentials for Foreign Service officers assigned additional work. Section 2304 of the Senate amendment continued the existing exclusion from premium pay of Foreign Service officers, but specified that compensatory time off could be provided.

The conference substitute in sections 412 and 2304 adopts the Senate amendment but adds language requiring reports to be made to the Committee on Foreign Affairs and the Committee on Foreign Relations should limitations be placed on the dollar amounts

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of special differentials or the number of people to whom they can

REPORTS TO CONGRESS ON ASSIGNMENTS ABOVE OR BELOW PERSON

The Senate amendment in section 502 required an annual report to Congress on Foreign Service personnel assigned to positions classified more than one grade higher or lower than the personal rank of the individuals assigned to those positions.

The House bill contained no comparable provision.

The conference substitute in section 2402 adopts the Senate amendment.

FOREIGN SERVICE AWARDS

The Senate amendment directed the President to establish a program of Foreign Service awards recognizing distinguished, meritorious service to the Nation by members of the Foreign Service, including extraordinary valor in the face of danger to life or health. The House bill contained no comparable provision.

The conference substitute in section 613 is the same as the Senate amendment. The committee of conference notes that since current law provides for monetary awards, these new Foreign Service awards will not be monetary.

CAREER EVELOPMENT

The House bill in section 703c directed the Secretary in general terms to design training programs to encourage and foster career development for members of the Foreign Service.

The Senate amendment in section 703(b) directed the Secretary in more specific terms to establish a professional development program for the members of the Fereign Service throughout their careers, and described the emphasis that should be given in this program at various career stages.

The conference substitute incorporates the Senate amendment as a new section 703 which deals exclusively with career development. The substitute also adds language emphasizing training in manage.

MANDATORY RETIREMENT

The House bill raised the mandatory retirement age for participants in the Foreign Service and Disability system from 60 to 65. The Senate amendment retained the existing law's mandatory retirement age of 60.

The conference substitute in section 812 is the same as the House provision. The committee of conference notes that this new requirement reflects the advances made since 1946 in such areas as life expectancy, availability of health care facilities, and transportation. The retention of a mandatory retirement age is deliberate and reflects the demonstrated correlation between advanced age and overseas assignability of members of the Service. In view of the strong reaffirmation of the requirement of worldwide availability

Approved For Release 2007/03/08: CIA-RDP83M00914R00240016004 will not lessen appreciably.

FORMER SPOUSE ANNUITY

The House bill authorized courts to divide retirement and survivor's benefits between participants and former spouses, thereby expanding existing law to allow court division of survivor's benefits.

The Senate amendment provided for a pro rata division of retirement and survivor benefits between a participant in the Foreign Service Retirement and Disability System and his or her former spouse, provided for court modification of any pro rata division, and mandated a joint election of the participant and his or her spouse or former spouse for any waiver of survivor's benefits.

The conference substitute adopts the Senate amendment with three modifications. First, the effective date provision (section 2403(e)(2)) is revised to provide that the provisions relating to the rights of former spouses to receive survivor annuities shall apply only in the case of individuals who become former spouses after the effective date of this bill (February 15, 1981). Second, a new provision is added to permit an individual who, prior to the effective date of the bill, had a former spouse, to elect to provide a survivor benefit for that former spouse (section 2109). Third, new provisions are added to permit the parties to enter into a spousal agreement with respect to their respective rights under chapter 8. Such an agreement will be given the same effect as a court order, and thus the parties may adjust their respective rights without the necessity of obtaining such an order.

LIMIT ON TOTAL COMPENSATION OF REEMPLOYED ANNUITANTS

The House bill continued existing law limiting the annuity payable to a reemployed Foreign Service annuitant to that portion which, when combined with the salary of the position in which reemployed, does not exceed in any year the basic salary of the member on the date of retirement from the Foreign Service.

The Senate amendment permitted the reemployed annuitant to receive and retain so much of his or her annuity which when combined with the salary of the position in which reemployed, does not exceed in any year the current equivalent of the salary for the class from which the member retired.

The conference substitute in section 824 is the same as the House provision.

USE OF UNITED STATES PRODUCTS IN REPRESENTATION

The Senate amendment directed the Secretary, to the maximum extent practicable, to provide for the use of United States products, including American wines, in the exercise of representational functions.

The House bill contained no comparable provision.

The conference substitute in section 905 is the same as the Senate amendment.

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The House bill in section 1103(b) provided that the grievant and my representative of the grievant or witness in a grievance progeding who is a member of the Service or employee of the Department shall be given reasonable periods of administrative leave.

The Senate amendment contained similar provisions, but also provided that any witness or representative who is under the conicol, supervision or responsibility of the Department shall be given administrative leave.

The conference substitute in section 1103(b)(3) and 1103(c) is the same as the House provision.

REPRESENTATION IN GRIEVANCE PROCEEDINGS

The House bill in section 1103(b)(1) required that a grievant who is a member of a bargaining unit represented by an exclusive representative be represented by that exclusive representative in grievances, other than those relating to separation from the Foreign Service.

The Senate amendment provided that every grievant has the right to a representative of his or her own choosing in every grievance.

The conference substitute incorporates the Senate amendment, with an amendment providing the exclusive representative with the right to appear at all grievances involving members of the bargaining unit.

The committee of conference notes that section 1014 of the bill provides for settlement of disputes between management and the exclusive representative over the implementation of collective bargaining agreements. These procedures include appeals to the Foreign Service Grievance Board of issues similar to those presented to the Grievance Board in individual cases.

. The conferees note that the Senate and House versions of chapter 10 did not differ. The chapter 10 provisions resulted from an amendment adopted in subcommittee in the House which was modeled after title VII of the Civil Service Reform Act of 1978. The conferees wish to make clear that chapter 10 is to be interpreted consistent with the legislative history of the Reform Act, except where a specific departure is provided in the bill. As an example of . a departure, the bill excepts from the duty to bargain multi-agency responsibilities (such as the Uniform Standardized Regulations issued under 5 U.S.C. 5921-25) as well as those meeting the strict definition of "Government-wide". On the other hand, with respect to negotiated procedures the bills are consistent and reflect the conference report to accompany the Civil Service Reform Act of 1978 (S. Rept. 95-1272, p. 158), which stated that the standard for determining whether a proposal is nonnegotiable is whether it 'prevent[s] the agency from acting at all". Consistency with labormanagement relations policy in the domestic Civil Service led the conferees to adopt generally the Senate approach on the issue of representation before the Grievance Board which is discussed above.

PAY AND BENEFITS PENDING CONVERSION

The House bill provided for interim conversion to the new Foreign Service salary schedule and Senior Foreign Service salary rates of Foreign Service personnel on the rolls immediately before the effective date of the act, including those likely to be converted to the Civil Service under section 2104. It also provided for an effective date for such pay conversion earlier than the effective date of

The Senate amendment permitted the immediate pay conversion of all Foreign Service officers to the new pay system, as well as those reserve and staff personnel who are determined to be available for worldwide assignment. The amendment provided for salary conversion on those Foreign Service personnel in the domestic category to the appropriate grade and step in the General Schedule, subject to a retroactive salary adjustment if there was a subsequent determination of an erroneous designation.

The conference substitute in section 2101 incorporates the House provision with a conforming change

CONVERSION OF DOMESTIC PERSONNEL IN ICA

The House bill in section 2104(b) provided that the beginning of the 3-year period for conversion to Civil Service status of individuals in the Foreign Service who are not available for worldwide assignment be deferred until July 1, 1981 with respect to individuals in ICA who are covered by a collective bargaining agreement. Prior that date the affected personnel retain their current status.

The Senate amendment contained no mandatory conversion requirement applicable to domestic Foreign Service personnel in the metallic communication Agency.

The conference substitute is the same as the House provision with a confroming change to provide for immediate pay conversion.

PEACE CORPS USE OF FOREIGN SERVICE AUTHORITIES

The House bill authorized the President to continue to utilize the Foreign Service personnel authorities for the Peace Corps.

The Senate amendment limited the President's authority to utilize the Foreign Service authorities in the Peace Corps to individuals who performed duties which reasonably required availability

The conference substitute in section 2202(b)(2) is identical to the House provision.

STATUS OF CHAIRMAN OF THE QECD DEVELOPMENT ASSISTANCE COMMITTEE

The Senate amendment provided that the chairman of the OECD's Development Assistance Committee, who is appointed and paid under the Foreign Assistance Act of 1961, is to be considered an employee of the U.S. Government for the purpose of any benefit under any law administered by the Office of Personnel Management.

The House bill contained no comparable provision.

The conference substitute in section 2203(d) is similar to the Senate amendment, but states that the chairman is to be treated as a Federal employee for purposes of workmen's compensation, retirement, and health and life insurance coverage only.

MODEL FOREIGN LANGUAGE COMPETENCE POSTS

The House bill in section 2207 directed the Secretary of State to designate at least two Foreign Service posts in non-English speaking countries at which all employees permanently assigned will be required to possess an appropriate level of language competence. Exceptional assignments of individuals not having such competence are authorized to meet unanticipated exigencies.

The Senate bill contained no comparable provision.

The conference substitute in section 2207 is identical to the House provision.

RETIREMENT FOR BINATIONAL CENTER EMPLOYEES

The Senate amendment in section 2207 provided that any individual appointed as a Binational Center Grantee who completed 5 ears of satisfactory service as a grantee or under any other appointment under the Foreign Service Act of 1946 may become a participant in the Foreign Service Retirement and Disability system and make appropriate contributions, including reinbursenents, to the fund under provisions of the act.

The House bill contained no comparable provision.

The conference substitute in section 803(c) is identical to the ienate amendment with certain conforming changes.

RETIREMENT CREDIT FOR "RADIO" EMPLOYEES

The Senate amendment provided that Civil Service retirement redit be allowed Federal employees who served in Radio Free Europe, Radio Liberty, Radio Free Asia, the Asia Foundation, or he Armed Forces Network, for the period of such service. The House bill contained no comparable provision.

The conference substitute in section 2315 is similar to the Senate mendment with certain technical and conforming changes. The ommittee of conference does not intend this provision or the previus provision concerning Binational Center Grantees to set a preceent for Civil Service or Foreign Service retirement credit for any ther non-Federal service.

EFFECTIVE DATE

The House bill provided that the act shall take effect 90 days iter enactment, subject to certain exceptions with respect to peronnel actions based on the current Foreign Service evaluation cle, appointments to the Senior Foreign Service by the Secretary Commerce, and mandatory retirement.

The Senate had agreed to an April 1, 1981 effective date, subject the same exceptions regarding personnel actions and Commerce pointments.

The conference substitute in section 2403 adopts an effective date February 15, 1931 for the bill in general, and retains the House

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provision's exception regarding mandatory retirement (effective on date of enactment), the current Foreign Service evaluation cycle, and Senior Foreign Service appointments by the Secretary of Commerce. It also reflects the agreement of the committee of conference concerning the prospective application of provisions regarding annuities for former spouses, and the effective date of pay conversion, described above.

From the Committee on Foreign Affairs: DANTE B. FASCELL, CLEMENT J. ZABLOCKI, Dan Mica William H. Gray III. JOHN BUCHANAN, JOEL PRITCHARD, From the Committee on Post Office and Civil Service: JAMES M. HANLEY, WILLIAM D. FORD, PAT SCHROEDER, WILLIAM L. CLAY: GENE TAYLOR, JIN LEACH, Managers on the Part of the House. FRANK CHURCH, CLAIBORNE PELL, JOSEPH R. BIDEN, Jr., Paul Tsongas, CHARLES H. PERCY, Managers on the Part of the Senate.

